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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

PART III. EUROPE

Section 17 - Other Countries in Central and Eastern Europe

(submitted by the High Commissioner)

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III.17 OTHER COUNTRIES IN CENTRAL AND EASTERN EUROPE

1. This chapter covers UNHCR activities in Albania, the Baltic States, Bulgaria, the Czech Republic, Belarus, Moldova, Poland, Romania, the Slovak Republic and Ukraine.

Albania

2. As of 31 December 1993 some 3,000 to 5,000 individuals from the former Yugoslavia are reported to have sought refuge in Albania. Kosovars who have sought temporary refuge are largely integrated in the northern provinces of Tropoja, Puka, Kukes, Shkodra and Tirana. Others who have sought refuge in Albania in 1993 included a number of ethnic Albanians from Bosnia and Herzegovina, three Iraqis and one Macedonian. Although permitted to stay, they have eventually left for third countries.

3. Albania became a signatory to the 1951 Convention relating to the Status of Refugees on 18 August 1992 and the Government makes every effort to adhere to its provisions. Albania also continues to be a source of considerable migratory outflows and it is estimated that some 400,000 individuals have left in search of employment for Italy, Greece, Germany and France.

4. Given economic difficulties, the Albanian Government concentrates its scarce resources on assistance to ethnic Albanians. A potential major influx from neighbouring countries would place a considerable strain on the ability to deal with this. Consequently, UNHCR, in cooperation with the Inter-Ministerial Commission for Refugees (IMCR), the International Federation of Red Cross and Red Crescent Societies (IFRC) and the Albanian Red Cross, intends to update a Contingency Plan developed in 1992. Information is to be gathered on potential operational partners with the aim of assisting a target population of some 100,000 refugees. In this connection, and at the request of the Albanian Government, UNHCR is also playing an advisory role in the reorganization of IMCR, which involves defining the IMCR's competencies and identifying the means needed to ensure the full exercise of IMCR's mandate.

5. In 1994 and 1995, the UNHCR Liaison Office will focus on assisting the Government in establishing refugee status determination procedures and make provisions for the translation of the Handbook on Procedures and Criteria for Determining Refugee Status. In March 1994, the Ministry of Public Order granted UNHCR access to Tirana airport to monitor police procedures, thus enhancing UNHCR's ability to fulfil its protection function.

6. Close cooperation is maintained with the Ministry of Labour in the framework of the on-going Joint IOM/HCR Migration Information Programme. By end May 1994, some 70 radio programmes responding to listeners' questions had been produced. Given their impact, consideration is being given to extending the programme for an additional one to two years. In promoting suitable legislation on migration and the status of refugees, UNHCR will also liaise closely with the National Assembly's Special Committee for the drafting of the new State Constitution, as well as with the Ministry of Justice Working Group.

7. The Office will also seek closer cooperation with the Council of Europe and the Albanian Helsinki Committee and promote NGOs, who could be operational partners.

8. Together with the University of Tirana, UNHCR plans to hold a seminar on refugee law and to pursue a training programme focusing on refugee determination procedures.

Baltic States

9. No refugees were formally registered in 1993 by the Governments of the Baltic States, namely Estonia, Latvia and Lithuania. It is estimated, however, that approximately 1,000 asylum-seekers did transit through the Baltic States, mainly to Sweden.

10. The three Baltic States continue to be used as transit countries by some asylum-seekers on their way to the Nordic Countries and other countries in northern Europe. These irregular movements over the Baltic Sea were discussed in particular at two Baltic Sea Conferences, in April 1993 and January 1994. At the January meeting, it was decided to establish an advisory group of experts to promote cooperation with the Baltic States in the field of legislation and its implementation, training of immigration officials, status determination of asylum-seekers and border controls, as well as cooperation regarding administration and institution building.

11. In the absence of national refugee laws or accession to the 1951 Convention Relating to the Status of Refugees, no asylum-seekers were admitted in the Baltic States and were either returned to the Russian Federation or detained. The question of asylum-seekers and refugees was overshadowed by discussions, particularly in Estonia and Latvia, concerning the status of foreign populations in general.

12. The Regional Office in Stockholm will continue to promote accession on the part of the Baltic States to the 1951 Convention and the 1967 Protocol by the end of 1995. UNHCR will endeavour to assist respective Governments to create the necessary legal and institutional framework to carry out status determination of asylum-seekers consistent with international protection standards. Meanwhile, UNHCR shall endeavour to ensure that status determination of asylum-seekers is carried out and that refugees falling under UNHCR's mandate will be assisted until durable solutions are identified.

13. UNHCR will continue to promote the creation of local non-governmental organizations (NGOs) and offer the necessary training activities in order to allow them to assume a role in the protection of, and assistance to refugees. While support from some Nordic Governments towards institution building and refugee needs in the Baltic States is expected, the international community, through UNHCR, is also expected to contribute to this development. The allocation for the 1995 care and maintenance project will be used to reinforce emerging governmental and non-governmental structures for the reception of asylum-seekers and the proper handling of their claims. In the course of 1994, efforts will be made towards identifying the most suitable partners and to work out implementing arrangements.

Belarus

14. In early 1994, an estimated 1,400 asylum seekers determined to be of concern to UNHCR from countries other than the Newly Independant States (NIS), were living in Belarus, with the majority from Afghanistan, some from Ethiopia, the Islamic Republic of Iran, Iraq and Viet Nam. According to statistics provided by the authorities, Belarus also hosts over 17,000 NIS refugees and nationals returning from other republics of the former Soviet Union.

15. Initially, UNHCR activities in Belarus were aimed primarily at training and institution building. In this context, a seminar on Refugee Law was held in Minsk in April 1993, and support was provided to the State Migration Service to prepare a draft refugee law. A follow-up refugee law training seminar was held in Minsk in March 1994.

16. Since December 1993, a modest assistance programme is being implemented in Minsk through the local Red Cross for some 100 destitute asylum seekers. In 1994, UNHCR began to provide support to the Belarussian authorities in the form of computer equipment for registration purposes.

17. Refugee affairs in Belarus are covered at present by the Regional Office in Moscow. However, UNHCR intends to establish a presence in Minsk with the objective of providing legal assistance to the Government aimed at their signing of the 1951 Convention and the 1967 Protocol, of assisting them in finalizing legislation concerning refugee-related issues and in establishing procedures both for registration and refugee status determination. A small assistance programme for the most vulnerable refugees, to be implemented by the Belarussian Red Cross, is planned. The determination of NIS groups of concern to UNHCR and assistance to integration programmes is also envisaged.

18. Proposals for 1995 included in the care and maintenance programme in the Russian Federation foresee a budget for the local authorities and the Belorussian Red Cross.

Bulgaria

19. As of 31 December 1993, UNHCR had recognized 86 refugees under its mandate in Bulgaria. All continue to receive assistance under the local settlement project implemented, since February 1993, by the Bulgarian Red Cross in close cooperation with the IFRC. Their countries of origin are mainly Afghanistan, Somalia, and Iraq. All refugee families with one exception are Afghan nationals, including two single-parent families headed by widows.

20. Bulgaria acceded to the 1951 Convention and 1967 Protocol on 12 May 1993 and domestic legislation is being drafted. All asylum-seekers are referred to the Bulgarian National Bureau on Territorial Asylum and Refugees (NBTAR). Except in exceptional circumstances, status determination is no longer carried out by the UNHCR Liaison Office in Bulgaria. Preliminary refugee status determination interviews conducted by NBTAR commenced in November 1993 and will continue throughout 1994.

21. The NBTAR continues to receive approximately 100 asylum-seekers monthly. From October to December 1993, the Bureau registered 310 applicants for refugee status, of whom most were from Afghanistan, Iraq, the former Yugoslavia, Syria and the former USSR. Preliminary interviews of these new arrivals are expected by the end of 1994. In addition, there are some 150 individuals from the former Yugoslavia, primarily from Bosnia and Herzegovina, who benefit from temporary protection and assistance. Unlike the Mandate refugees, they are not issued temporary residence permits, but have their visas extended.

22. The majority of persons from the Former Yugoslavia who found temporary protection in Bulgaria left for other countries, particularly in Western Europe in the absence of viable integration possibilities.

23. To this date, virtually no refugees or temporarily protected persons have attained financial independence and there is no guaranteed access to medical care or education. The main programme objectives of the local settlement project for 1994 and 1995 therefore focus on social and economic integration of recognised refugees. The 1994 project, implemented by the Bulgarian Red Cross, includes health care, social counselling and employment networks, as well as educational support, and language training.

24. Legal assistance and training focuses on refugee law, advanced courses on procedural aspects aimed at magistrates and other decision makers, and on interviewing techniques. Administrative support is provided to NBTAR and other NGOs concerned with refugee law. Legal assistance for asylum seekers and refugees aims to provide counselling and advice on the whole refugee determination process, as well as their rights.

25. The increase of the allocation for 1994 will serve to support the establishment of a network of lawyers to provide legal counselling to asylum-seekers and refugees at all stages of the refugee status determination procedure. Owing to the increase of the planning figure from 400 asylum-seekers in 1993 to 1,000 in 1994, and the lack of alternative support systems, the amounts for 1994 for individual support, health care and social services had to be increased accordingly.

Czech Republic

26. At of 31 December 1993, a total of 2,879 persons of concern to the Office were accommodated in three types of refugee centres. There are five centres for asylum-seekers (the vast majority of the 981 asylum-seekers are from Armenia and from Bulgaria), sixteen humanitarian centres (1,739 persons from the former Yugoslavia who have been granted temporary refuge, the majority of whom are Bosnian Muslims), and six integration centres (159 recognized refugees).

27. At 1 May 1994, it is estimated that the number of persons accommodated in centres comprised 850 asylum-seekers, 2,500 persons with temporary refuge and 470 recognized refugees.

28. The objectives for 1994 and 1995 focus on ensuring access to procedures to all asylum-seekers and on establishing and maintaining a fair status determination procedure. In response to the introduction of new asylum legislation in Germany

and other Western European countries, access to Czech asylum procedures has become increasingly restrictive. An amendment to the Czech Refugee Law which entered into force on 1 January 1994 provides for a procedure of manifestly unfounded cases and introduces, inter alia, the concept of safe country of origin.

29. The current decree granting temporary refuge to persons from the former Yugoslavia has been extended until 31 December 1994. It is expected that the special assistance provided by UNHCR to this group will also be extended. With regard to persons who have been granted temporary refuge due to their extended stay, avenues are being sought to facilitate their eventual local integration. The Department for Refugees of the Ministry of Interior, together with various ministries and UNHCR, are developing a comprehensive plan designed to normalize the status of some 3,000 persons currently benefiting from temporary refuge. Meanwhile, with a view to facilitating integration, UNHCR through its operational partners, provides vocational training to adults. The Czech Department for Refugees is coordinating a programme of psychological counselling for persons from the former Yugoslavia, which is funded by UNHCR and is implemented by the Association for Social and Psychological Aid (LOCUS).

30. Recognized refugees currently receive Government integration assistance. UNHCR, through its operational partners, provides legal and social counselling to refugees on access to social programmes including social welfare, education, employment, and housing.

31. The Government provides basic care and maintenance to asylum-seekers and persons with temporary refuge residing in humanitarian centres. Some recognized refugees are provided with housing assistance in "integration centres" in rural areas. UNHCR, through the Helsinki Committee (Bohemia) and the Citizens Society for Aid to Immigrants (SOZE) (Moravia) is providing legal and social counselling. The Organization for Aid for Refugees (OPU) has established vocational training workshops for heads of households, particularly women from the former Yugoslavia. Through its volunteer network, OPU is organizing libraries, sports, and arts and crafts activities for children in various centres. The Canadian Embassy has provided some funding for offices and furniture to the Helsinki Committee and SOZE and has mediated a grant to OPU for vocational training for women from a Canadian NGO.

32. The European Consultation for Refugees and Exiles (ECRE) continues to provide support to NGOs through training and workshops focussed on institution building and legal issues.

33. In the absence of experienced NGOs, UNHCR promoted institution building through a Czech-American NGO which provided technical assistance. By the end of 1993, UNHCR's three main operational partners established their offices and had recruited 80 per cent of their staff. UNHCR will continue to assist operational partners in identifying sources of funding other than UNHCR.

34. Programme priorities for 1995 are to expand activities in the legal sphere. SOZE and Helsinki Committee will employ up to ten lawyers who will provide counselling and monitor developments. Integration assistance will be provided through the continuation and expansion of vocational training workshops. Accommodation for recognized refugees poses the most serious problem, especially in

the vicinity of urban centres where employment opportunities exist. The Department for Refugees is in the process of setting up a housing scheme for refugees recognized since January 1994.

35. Psychological counselling and vocational training activities for refugees from Bosnia and Herzegovina are expected to continue until December 1994.

Moldova

36. Moldova has not yet acceded to the 1951 Convention or the 1967 Protocol. It has until now not adopted national legislation regarding refugees and, at present, no such legislation is under preparation. Consequently, anyone arriving in Moldova who may have a claim to refugee status is treated as an ordinary alien, and is required to comply with the existing visa, immigration and residence regulations.

37. The Ministry of National Security reported that some 6,000 individuals, mainly from India, Pakistan and Bangladesh, attempted to enter Moldova in 1993, of whom 760 were detained and later deported.

38. Amongst the persons who could have a valid claim to refugee status, but who are presently considered migrants, are nationals of the former Soviet Republics who have left their places of habitual residence due to insecurity. Some 30 families of Romanian and Gagauz origin arrived during 1992 and 1993 from Tajikistan and Uzbekistan.

39. Over 50,000 persons had been moved out of the Trans-Dniester region of Moldova as a consequence of the fighting in the spring of 1992. Most of them went to the Ukraine but, towards the end of 1993, some 3,000 (of whom 2,000 are children) registered with the central authorities in Kishinev were still in need of assistance. There is an unknown number of unregistered displaced persons in this category.

40. A further concern to the Government are the 350,000 Moldovans who emigrated to the countries of the former Soviet Union, and who would now like to return to Moldova.

41. Based on an inter-agency mission conducted in September 1993, it appears that refugee-related issues in Moldova are currently not critical, and UNHCR coverage is provided through periodic missions from the Regional Office in Moscow. UNHCR further offers courses in refugee law training and status determination procedures to officials dealing with migration matters. It is also planned to send a legal consultant on mission to Chisinau to advise Government authorities on the accession to the 1951 Convention and the 1967 Protocol and on the promulgation of refugee law.

Poland

42. On 31 December 1993, Poland's estimated refugee population was 1,500 persons (1,350 from the former Yugoslavia and 150 persons mainly from the former Soviet Union, Ethiopia and other African countries). The Government and the Red Cross assisted some 600 refugees and asylum seekers in centres, while an additional 700

unregistered persons from former Yugoslavia stayed with relatives or friends and received only occasional assistance from the local authorities.

43. As of 30 April 1994, the number of assisted persons in government centres from the former Yugoslavia stood at 450. An additional 150 persons from other countries were also assisted in government centres. More than 20 per cent of persons from the former Yugoslavia are above the age of 55, some 10 per cent are aged 0-5, and some 20 per cent are aged 5-18. Some 20 per cent are single.

44. According to government sources, 90 per cent of the Bosnians in Poland who have applied for refugee status can expect to be recognized under the 1951 Convention. As of April 1994, the Polish authorities have recognized some 250 Bosnians as Convention refugees. Recognized refugees are issued a Convention Travel Document, and local government authorities are instructed to issue them with visas that include a work permit.

45. Local integration is foreseen and care is to be provided for vulnerable groups. By the end of 1994, the Government is expected to introduce legal measures ensuring the rights of recognized refugees under the Convention, thus facilitating their absorption into the labour market and the social security system.

46. Approximately 50 per cent of the caseload consists of elderly persons and vulnerable women and children who cannot take up employment. They are provided with the necessary care in special facilities, supported jointly by the Government, non-governmental organizations (NGOs) and UNHCR. The transition from the present camp life to greater self-sufficiency will be assisted by legal and social counsellors working for NGOs.

47. The number of applicants for refugee status in Poland increased only slightly from 592 in 1992 to 822 in 1993. The number of persons returned from Germany remained much lower than anticipated. As a consequence, instead of the projected 200 recognized refugees, less than 30 refugees benefited from the integration allowance provided by the Polish Government.

48. Poland still remains a major transit route. According to government estimates one to two per cent of asylum-seekers apply for asylum in Poland only because they are unable to reach their desired destination. Moreover, many who are in the process or who have been recognized as refugees have left Poland. With the introduction of visa requirements for citizens from the Federal Republic of Yugoslavia and Bosnia and Herzegovina on 1 July 1993, and the entry into force of the Polish-German re-admission agreement on the same date, entries and transit movements of refugees and asylum seekers in Poland have decreased (in 1993, some 13,000 persons were apprehended at the Polish-German border by the Polish border guard, half the number in 1992).

49. In response to changes in asylum policies in Western Europe, the Polish authorities also introduced restrictions. Recognized refugees, are no longer automatically issued with permanent residence cards which has led to certain infringements on their rights, such as the requirement of work and residence permits and limited access to social services. Individual difficulties with asylum applications and inability to obtain government assistance are some of the problems encountered.

50. In the summer of 1993, the Polish Government signed re-admission agreements with Germany, Ukraine, the Czech Republic, Slovakia, Romania and Bulgaria.

51. The Government has indicated that it will pursue the drafting of legislation pertaining to refugees. A proposed amendment to the law on employment granting recognized refugees an automatic right to employment was announced by the Ministry of Interior in March 1994. Similar amendments for social welfare laws are also being envisaged.

52. The Polish Ministry of Interior was strengthened during 1993 by financial contributions from the German Government (1993: DM 40 million, and for 1994: DM 80 million, a part of which was allocated to the Polish Refugee Office). The NGO network, however, is in need of continued support, and UNHCR will therefore continue to provide specific training activities and limited material assistance.

53. Persons from the former Yugoslavia, as well as refugees and bona fide asylum seekers from other countries may benefit, directly or indirectly, from legal and/or social counselling aimed at ensuring their access to a fair status determination procedure and/or at facilitating their socio-economic integration.

54. Since 1993, care and maintenance in government centres is selective. A number of destitute asylum seekers and some recognized refugees largely depend on NGOs for assistance. One of the major obstacles for the successful local integration of recognized refugees remains the shortage of housing in the country. Long-stayers and vulnerable cases require UNHCR's continued financial assistance to cover rental costs of private individual accommodation.

55. As far as refugees from the former Yugoslavia are concerned, UNHCR's main operational partner in 1993 was the Polish Red Cross Society. With the transfer of this group to government care, UNHCR intends to provide assistance for specific groups (the elderly, women and children) and support vocational and language training. The Government is continuing to provide free accommodation and meals in centres and the Red Cross has offered to ensure basic medical care.

56. In June 1993, UNHCR signed a sub-agreement with the Polish Red Cross which covered basic care and maintenance for persons from the former Yugoslavia in Poland. This project was implemented jointly with the support of the International Federation of Red Cross and Red Crescent Societies (IFRC). In December 1993, the beneficiaries under this project applied for formal refugee status and support from the Government.

57. The Government, together with the Red Cross and NGOs will set up a comprehensive assistance system for persons from the former Yugoslavia. UNHCR intends to participate in such a programme and support specific integration activities of the Government, the Red Cross and/or NGOs.

58. The Governement is discussing changes in integration, medical, education and vocational training activities in 1994. Furthermore, the specific needs of the high proportion of elderly refugees and children have to be addressed in order to facilitate small-scale income generation, language training and education. The Polish Equilibre Foundation aims to provide social counselling to an increasing caseload not supported by the Government.

59. As in 1993, UNHCR will provide legal and social counselling through the Helsinki Foundation and the Polish EquiLibre Foundation which in return offer their support structure to refugees and asylum seekers.

60. Due to the low number of decisions on refugee status, the Helsinki Foundation has not identified any suitable appeal cases. The Government intends to increase the number of decisions taken in 1994 to shorten the procedure and it is expected that more legal aid may be required in 1994.

61. The UNHCR Liaison Office in Warsaw remains in permanent contact with several embassies on family reunion requests. For 1994 and 1995, emphasis will be placed on establishing a refugee status determination procedure. Training activities will be carried out for border guards and other government officials by UNHCR and through the ECRE. The next priority is the launching of an integration programme, support to NGOs, and increased public information activities aimed at raising public awareness and support.

62. UNHCR will continue to strengthen cooperation with the Helsinki Foundation and the EquiLibre Foundation.

63. The Liaison Office in Warsaw (two international staff members and one secretary) was strengthened by the creation of four new posts: Driver, Administrative Assistant and two National Officers (Legal Training and Public Information Officer). The office employed a driver on temporary assistance in March 1994. The post of the Administrative Assistant was filled in October 1993. In March 1993, the Liaison Office purchased an office vehicle. Due to the increase in staff numbers, the Liaison Office has requested that the Government allocate larger office premises.

Romania

64. At 31 December 1993, Romania hosted 1,212 asylum-seekers and refugees (382 from Bangladesh, 187 from Iraq, 180 from Pakistan, 124 from Sri Lanka, 91 from Somalia and 248 from other countries). The majority are adult males, with 58 women, 21 persons under the age of 17. The total number of asylum-seekers and refugees is estimated to stand at 2,000 persons, many of whom approach UNHCR or its operational partners in moments of need. According to some estimates, 60,000 to 80,000 foreigners reside in Romania illegally. Temporary humanitarian status has been granted to 154 persons (two thirds from Somalia) who are provided with accommodation.

65. As no legislation implementing the 1951 Geneva Convention which Romania acceded to on 7 August 1991 has been enacted, registration structures, status determination procedures and assistance to needy individuals are still rudimentary. Consequently, cooperation with national authorities is a high priority for UNHCR which, in the meantime, facilitates the implementation of assistance activities in such sectors as shelter, health and education. Given the delay encountered with the introduction of status determination procedures and the minimal assistance to all but a few asylum seekers, an increasing number of asylum-seekers are destitute.

66. In January 1994, an interim refugee authority (the Decision Commission) started to process asylum applications, and several dozen first instance decisions were served. UNHCR has reiterated to the Government its willingness to assist in developing appropriate national procedures and structures relating to refugee status determination. UNHCR thus provides advice on the drafting of refugee related legislation as well as training for government officials on matters related to registration and status determination procedures. Training will also continue for members of the police and representatives of non-governmental organizations (NGOs). There is also a need to create a capacity to deal with potential influxes which could occur as result of developments in neighbouring regions.

67. UNHCR also contributes towards some of the costs of maintaining of facilities operated by the Committee for Migration Problems. In addition, supplementary food assistance, as well as medical and counselling services are provided by operational partners.

68. While the prospects for the integration of refugees remain uncertain, efforts continue to secure access to elementary education and vocational training for recognized refugees. Income-generation activities will be pursued through operational partners.

69. The Romanian Independent Society for Human Rights (SIRDO) is UNHCR's main operational partner. SIRDO has demonstrated a willingness to implement care and maintenance activities which include food, domestic needs, health, community services and education, as well as limited activities in the sectors of shelter, sanitation and income generation. SIRDO and the Association for the Defence of Human Rights in Romania - Helsinki Committee (APADOR-CH) are involved in legal counselling activities, and in promoting awareness of the refugee issues.

70. The Government of Romania had requested UNHCR funding to establish a refugee reception centre at an appropriate site yet to be identified. Despite substantial need and a number of individuals who remain unassisted, assistance objectives cannot be obtained with the lack of infra-structure.

71. Because the current office premises cannot accommodate additional staff, new premises are being sought. Based on current market rates, a provision has been included for rental of new premises starting in April 1994.

The Slovak Republic

72. At 31 December 1993, the Slovak Republic hosted some 100 recognized refugees and some 70 asylum-seekers. Main countries of origin were the former Yugoslavia, Bulgaria, Afghanistan, Russia and Newly Independent States of the former Soviet Union. In addition, some 1,450 persons fleeing the conflict in the former Yugoslavia were granted temporary protection.

73. Recognized refugees are given integration assistance by the Migration Office of the Ministry of Interior and receive vocational and language training as well as accommodation. Registered asylum-seekers are either accommodated in a government reception centre or privately. They are interviewed, medically screened, and receive meals and accommodation at government expense.

74. De facto refugees from the former Yugoslavia are granted temporary protection which has been extended until 31 December 1994. These persons either in centres (601 persons) or with host families (673 persons), are allowed to work subject to a work permit being granted. Those who stay in humanitarian centres receive accommodation, meals and basic medical care. Needy persons accommodated with host families may be granted social aid benefits as for Slovak citizens. In addition, the Ministry of Interior estimates that the number of aliens staying illegally in the Slovak Republic is 40,000 to 60,000 persons, some of whom may be asylum-seekers.

75. Local integration is the only durable solution for most of the persons seeking a safe haven in the Slovak Republic. The local settlement project is designed to provide up to 1,000 asylum-seekers and refugees with social and legal counselling. It also includes an education component aimed at assisting refugees to pursue secondary education.

76. The authorities do not at this stage foresee specific integration measures for refugees from the former Yugoslavia (most of them from Bosnia and Herzegovina) since they are considered to be merely in need of temporary protection. Given that they are not likely to return in the near future, options are being explored for launching an integration project at an early date. A comprehensive survey of the profile of refugees from the former Yugoslavia is underway. Refugees from the former Yugoslavia benefit from assistance under the Special Operation for former Yugoslavia in the fields of vocational training education and development of community services/activities.

77. Caritas (Slovakia) is UNHCR's main operational partner for social counselling activities which started on 1 September 1993. In 1994, Caritas intends to expand its social counselling services with the financial input of the German NGO "Raphaels-Werk" which will establish a counselling network with three additional social counsellors. The NGO FREEDOM plans to launch a small-scale project aimed at assisting selected refugees to attend secondary education.

78. FREEDOM also provides legal advice to bona fide asylum-seekers primarily with regard to the status determination procedure. The lawyers assist recognized refugees, as required, with questions related to issuance of documents, family reunion procedures, social residence and civil and other rights. Considerable difficulties exist when attempting to recruit qualified lawyers interested in working with refugees at non-commercial rates.

79. With regard to institution-building, UNHCR will focus on legal training for NGOs and Government officials who deal with refugee status determination. The aim is to improve the quality of the status determination procedure, ensuring admission at the borders of Slovakia and creating overall awareness and understanding for the specific needs and problems of refugees. Sectoral training will focus on refugee status determination and interviewing techniques; legal counselling for/by NGOs; social counselling by/for NGOs managerial skills for NGOs (dealing with media and public, strengthening operational effectiveness in programme management, fund raising); admission and protection at borders; orientation on UNHCR and refugees. The training provided will draw on resources of ECRE.

80. In the expectation of a higher rate of implementation of the social and legal counselling projects in 1994, UNHCR intends to strengthen both activities in 1995.

Ukraine

81. Ukraine is not party to the 1951 Convention Relating to the Status of Refugees or the 1967 Protocol.

82. By early 1994, some 2,400 non-NIS asylum seekers had been determined to be of concern to UNHCR. The majority of asylum-seekers come from Afghanistan and Angola, with smaller numbers from Iraq, Somalia, Ethiopia, and Sri Lanka. In addition, government figures indicate the presence of about 25,000 refugees from other republics of the former Soviet Union.

83. Currently, a modest food and health service delivery programme for about 100 asylum seekers is being implemented in Kiev through the national Red Cross. A major concern for the Office is the protection of asylum seekers from harassment, arrest, detention, persecution and deportation.

84. In January 1993, UNHCR organized a seminar on refugees, migration and human rights and, in December 1993, with the cooperation of the Oxford Centre for Development Studies (OCDS), a workshop on Emergency Management Training.

85. UNHCR support is also envisaged for the State Migration Service to establish a viable system to address asylum claims in accordance with internationally accepted standards. For this purpose, provision has been made to purchase equipment to facilitate the registration of asylum seekers.

86. Given the potential magnitude of problems in Ukraine related to NIS and non-NIS refugees, displaced populations and forced migrants, and considering the geopolitical importance of the country, a decision has been made to open a UNHCR Liaison Office in Kiev, which will, however, be contingent upon the availability of funds. In the interim, a semi-permanent UNHCR presence has been established through regular missions from the Regional Office in Moscow and, since March 1994, the extended mission of a Legal Officer.

87. Main priorities for the UNHCR Liaison Office in Kiev will be the promotion of refugee law and accession of Ukraine to the 1951 Convention and 1967 Protocol, assisting the Government in finalizing legislation relating to refugee issues, the establishment of regular procedures for registration and refugee status determination, and the strengthening of government structures charged with refugee matters.

Programme Delivery and Administrative Support Costs

(a) **Variations in planned activities in 1993**

88. Savings were achieved mainly due to the fact that the posts of National Officers (Legal and Public Information), which were created in all Offices in Central Europe as of August 1993, were not filled. Purchases were effected within budgetary provisions and included office equipment and vehicles. Office premises

are provided free of charge by the Governments of the Czech Republic, Poland and the Slovak Republic.

(b) **1994 planned implementation**

89. In Albania, the post of a National Liaison Officer will be created, subject to funding from the Mass Information Project. The Office in Tirana moved to new premises in March 1994 and thus incurred related expenditure. All other posts and other operating expenses have been budgeted at a level similar to the initial 1994 estimates.

(c) **1995 programme proposals**

90. The initial budget estimate for 1995 is slightly less than the revised 1994 estimate mainly due to the fact that it is expected that purchases for office furniture and equipment will have been made in 1994.

UNHCR EXPENDITURE IN OTHER COUNTRIES IN CENTRAL AND EASTERN EUROPE

(in thousands of United States dollars)

1993	1994			1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED By 1993 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)					
				CARE AND MAINTENANCE	
–	1,143.9	–	Eastern Europe		300.0
321.6	340.2	266.1	Romania		260.3
135.6	–	–	Albania		–
142.9	–	–	Poland		–
145.9 a/	–	–	Czech Republic		–
139.4 b/	–	–	Bulgaria		–
61.3	–	–	Slovak Republic		–
–	900.0	750.0	NIS		750.0
				VOLUNTARY REPATRIATION	
8.5 c/	–	–	Czech Republic		–
0.7 c/	–	–	Poland		–
				LOCAL SETTLEMENT	
104.1	290.8	254.4	Poland		257.3
64.4	182.9	225.0	Bulgaria		176.9
144.3	261.4	231.5	Czech Republic		338.3
16.2 c/	50.4	46.1	Slovak Republic		84.5
				RESETTLEMENT	
1.3 c/	–	–	Albania		–
0.8 c/	–	–	Czech Republic		–
2.0 c/	–	–	Romania		–
				PROGRAMME DELIVERY	
–	–	236.7	Albania	See Annexes I a and II a	193.4
–	–	173.5	Bulgaria	See Annexes I a and II a	176.9
–	–	234.8	Czech Republic	See Annexes I a and II a	229.5
–	–	162.1	Slovak Republic	See Annexes I a and II a	169.9
–	–	200.4	Poland	See Annexes I a and II a	184.0
–	–	206.2	Romania	See Annexes I a and II a	201.5
1,289.0	3,169.6	2,986.8		SUB–TOTAL OPERATIONS	3,322.5
				ADMINISTRATIVE SUPPORT	
–	–	14.9	Bulgaria	See Annexes I b and II b	21.3
–	–	39.0	Czech Republic	See Annexes I b and II b	29.9
–	–	34.5	Slovak Republic	See Annexes I b and II b	29.8
–	–	22.1	Poland	See Annexes I b and II b	21.0
–	–	26.4	Romania	See Annexes I b and II b	18.2
1,289.0	**3,169.6**	**3,123.7**		**TOTAL (1)**	**3,442.7**

UNHCR EXPENDITURE IN OTHER COUNTRIES IN CENTRAL AND EASTERN EUROPE

(in thousands of United States dollars)

1993	1994			1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED By 1993 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
SPECIAL PROGRAMMES (2)					
74.5	–	230.9	Czech Republic	HUMANITARIAN ASSISTANCE TO DISPLACED PERSONS FROM THE FORMER YUGOSLAVIA	–
321.4	–	–	Poland		–
–	–	40.0	Bulgaria		–
–	–	149.0	Slovak Republic		–
90.0	–	–	Other countries	OTHER TRUST FUNDS	–
				ADMINISTRATIVE SUPPORT	
58.1	68.9	57.0	Bulgaria	Junior Professional Officer	57.0
57.1	48.0	20.0	Romania	Junior Professional Officer	20.0
52.4	64.0	34.0	Czech Republic	Junior Professional Officer	34.0
–	–	72.5	Slovak Republic	Junior Professional Officer	72.5
43.7	–	74.0	Poland	Junior Professional Officer	74.0
697.2	180.9	677.4		TOTAL (2)	257.5
1,986.2	**3,350.5**	**3,801.1**		**GRAND TOTAL (1+2)**	**3,700.2**

a/ of which US$ 69 incurred against Overall Allocation
b/ of which US$ 4,861 incurred against Overall Allocation
c/ obligation incurred against Overall Allocation

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HIGH COMMISSIONER'S PROGRAMME

Forty-fifth session

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

PART III. EUROPE

Section 18 - Other Countries in Western Europe

(submitted by the High Commissioner)

GE.94-03018

III.18 OTHER COUNTRIES IN WESTERN EUROPE

1. This chapter covers UNHCR activities in Ireland, Luxembourg, Malta, the Netherlands, Portugal, Switzerland and the Nordic countries (Denmark, Finland, Iceland, Norway and Sweden).

Area Overview

Ireland

2. During 1993, the Irish Government registered 91 asylum applications mainly from citizens of Bosnia and Herzegovina. Of this number, four applicants were granted refugee status, 23 were rejected and six were given permission to stay on humanitarian grounds. At the end of 1993, 67 applications were pending. The number of recognized refugees registered in Ireland at the end of 1993 was 258, most of whom originated from Viet Nam and Bosnia and Herzegovina.

3. Ireland has continued to respond favourably to requests for resettlement. In 1993, it accepted a total of 96 individuals, 38 of whom were Vietnamese family reunification cases and 58 of whom were Bosnians received under the government programme. Ireland now hosts some 500 individuals who had arrived from third countries, most of whom have become Irish citizens.

4. In 1993, a recommendation was made by the Interdepartmental Committee of the Department of Justice to introduce legislation relating to asylum in Ireland for the first time. In anticipation of such a bill being introduced, the Minister has established a possibility for interim appeal for rejected asylum applicants and has appointed a senior judge to take charge of appeal matters. The new legislation is expected to come into force in the course of 1994.

5. UNHCR's assistance programme in Ireland is implemented by the Irish Red Cross Society (IRCS) and the Irish Refugee Council (IREFCO) which provide legal advice and assistance to needy asylum-seekers. There were no requests for voluntary repatriation in 1993. However, arrangements were made by the Branch Office in London to transfer repatriation work for the United Kingdom and Ireland to the London office of the International Organization for Migration (IOM) as of June 1994.

Luxembourg

6. At the end of 1993, Luxembourg's refugee population was estimated at some 3,500 persons. This number includes 225 persons granted refugee status under the 1951 Convention and some 3,000 persons from the former Yugoslavia who were provided with temporary protection.

7. Legislative consultations on the proposed new draft law on asylum continued throughout 1993 and were suspended in early 1994 because of the general election. Deliberations were expected to resume in the second half of 1994.

8. Through the Regional Office in Brussels, UNHCR will continue to provide information and legal advice relevant to the status determination procedure. UNHCR's training activities in Luxembourg will target non-governmental organizations (NGOs) and lawyers active in legal counselling of asylum-seekers and refugees in order to enable them to assume primary responsibility for the protection of individual cases.

9. A number of refugee-related public information events, including round tables and benefit concerts, will be organized within the framework of the commemoration of the fiftieth anniversary of the United Nations. To support such activities, a national committee for UNHCR will be established by the end of 1994.

Malta

10. In 1993, some 900 persons applied for refugee status under UNHCR's Mandate, with the majority originating from Iraq. Of this number, 136 were recognized, which brought the total number of persons allowed to remain in Malta to 505. This figure includes some 350 citizens of the former Yugoslavia who were granted de facto temporary protection by the Maltese authorities.

11. In the first quarter of 1994, 19 asylum-seekers arrived in Malta. The main countries of origin are Somalia, Liberia, and other countries in Africa and in the Middle East.

12. Pending the eventual lifting of Malta's geographical limitation to the 1951 Convention, the establishment of an appropriate national eligibility procedure and the possibility of local integration, resettlement options are being explored. At the end of 1993, 142 refugees (138 Iraqis, 3 Egyptians, 1 Palestinian) were awaiting resettlement from Malta.

13. UNHCR continues to provide assistance to refugees recognized under the mandate until a solution can be found. The 1993 care and maintenance programme provided basic food, accommodation and health care to 189 persons, of whom 37 have since departed for resettlement. As of March 1994, the total assisted caseload was 152 persons. The influx of Iraqis in late 1992 necessitated an increase in the 1993 and 1994 budgets in order to provide assistance pending status determination and resettlement to a third country for Mandate refugees. Resettlement is being pursued on an exceptional basis for most Iraqi refugees, while temporary protection is being explored for citizens of the former Yugoslavia and most others.

14. The Emigrants' Commission is UNHCR's operational partner in Malta. The Commission processes and submits asylum requests to the Branch Office for decision, disburses the assistance under the UNHCR project, and mobilizes additional local resources.

Netherlands

15. At the end of 1993, there were 33,224 refugees in the Netherlands. The total number of asylum requests received in 1993 was 35,399, a 100 per cent increase compared to the 1992 figure (17,464 applications). The majority of the asylum-seekers (24,508 persons) originated from seven regions: the former Yugoslavia (9,629), Somalia (4,330), Iraq (3,229), the Islamic Republic of Iran

(2,610), Sri Lanka (1,902), Afghanistan (1,503) and Zaire (1,305). About one third of asylum-seekers are female and some 23 per cent of the total are minors under the age of 15.

16. In 1993, 42,706 decisions were taken by the Dutch Government, of which 10,338 applicants were granted refugee status. The increased acceptance rate of 25 per cent, 6 per cent more than in the previous year, is primarily based on the fact that Bosnian asylum-seekers were recognized. A total of 4,674 persons were given residence status on humanitarian grounds.

17. Throughout 1993, the asylum debate focused on the adoption of the amended Aliens Law, on which UNHCR was also invited to comment. The law, which entered into force on 1 January 1994, introduced measures aimed at streamlining the procedure and filtering out manifestly unfounded claims at an early stage. The new law foresees, inter alia, the imposition of carrier sanctions, the establishment of a temporary protection regime for victims of civil war and a simplification of the appeals procedure.

18. UNHCR has no assistance programme in the Netherlands. Assistance is provided to asylum-seekers and refugees by a national network which consists of the Ministry of Justice, the Ministry of Welfare, Health and Culture, provincial and municipal authorities, and local NGOs.

19. Several training programmes have been organized at the initiative of, or in cooperation with, the Netherlands authorities. In June 1993, four training sessions were organized by the Royal Maréchaussée for the border police at Schiphol Airport and 64 officers received training through the combined efforts of the Ministry of Justice, three NGOs and UNHCR. In December, an agreement was entered into with the Clingendael Institute of International Relations allowing for UNHCR participation in the training of Dutch army officers who serve in United Nations peace-keeping missions. Eleven sessions are planned for 1994. Training programmes at the Defence Academy (Defensie Leergangen) and other institutions have been proceeding as planned.

Nordic Countries

20. At 31 December 1993, the five Nordic countries hosted a refugee population of some 335,000 persons, the vast majority of whom lived in Sweden (257,000), followed by Denmark (42,200), Norway (26,600), Finland (9,000) and Iceland (160). The total number of asylum-seekers arriving in 1993 was 66,800, the majority of whom came from former Yugoslavia. A total of 8,373 asylum-seekers arrived in the first quarter of 1994, compared to 19,566 in 1993. (Details are provided below under each country heading). The trend of fewer asylum-seekers arriving in Nordic countries in the second half of 1993 and the first quarter of 1994 is expected to continue throughout 1994.

21. The imposition of visa requirements for asylum-seekers from the former Yugoslavia caused a significant decrease in arrivals. Furthermore, Sweden and Norway took the decision in 1993 to return Kosovo Albanians whose applications had been rejected.

22. The issue of the adoption of new comprehensive refugee policies was discussed in all Nordic countries, particularly in Norway and Sweden.

23. In 1994 and 1995, the Regional Office in Stockholm will continue to promote the development of new refugee policies consistent with international protection standards, particularly the concept of temporary protection and its application in the Nordic context. UNHCR will continue to provide advice and refugee law training to government officials, lawyers and NGOs, and expand its public information activities. In line with UNHCR's policy in Western Europe, individual casework will be transferred to competent NGOs unless this has already been done. Assistance, as well as social and legal counselling to asylum-seekers and refugees is provided by Governments and NGOs throughout the region. In Sweden, the country with the largest caseload, UNHCR is still required to address a large number of queries and consequently cooperation mechanisms still have to be further developed and strengthened.

24. In 1993, the Nordic countries contributed 21 per cent of UNHCR's total budget. The Regional Office in Stockholm will endeavour to maintain this level of support. In addition, private sector fund raising activities, initially in Iceland, Finland and Denmark, will be explored.

Arrangements for implementation/related inputs

25. The activities necessary to attain the programme objectives mentioned above will be carried out by the Regional Office in close cooperation with a large number of government and NGO partners in the eight countries covered by the Regional Office. The proposed legal counselling to be implemented in Sweden in 1995 through two local NGOs will make it possible for the Regional Office to reduce its involvement in individual case management and to allocate more of its own staff resources to policy issues and external relations.

Denmark

26. At the end of 1993, there were 42,248 refugees in Denmark. During 1993, 14,347 asylum-seekers arrived in Denmark, representing a 3 per cent increase compared to 1992, when 13,884 asylum applications were filed. In 1993, refugees from Bosnia and Herzegovina were given temporary permits in anticipation of a possible return to their country of origin. In view of the refugees' prolonged stay in Denmark, the Government has decided that they will be allowed to enter the normal asylum procedure after two years.

Finland

27. There were a total of 8,952 refugees in Finland at the end of 1993. A total of 2,023 asylum-seekers arrived during the year, compared to 3,634 in 1992.

28. Discussions in Finland focused on the safe country concept in relation to other countries in the region. In January 1994 the Finnish Government decided to consider the Russian Federation and the Baltic States as safe for their own citizens. Particular attention was also given to developing cooperation with Finnish and Russian authorities responsible for refugee and migration matters.

Iceland

29. At the end of 1993, the refugee population remained in the region of 160, the same as in 1992.

30. The Parliament appointed a committee to conduct a thorough review of Iceland's refugee policy. It is hoped that, as is the case in other Nordic countries, the Government will propose the introduction of a yearly refugee quota in order to strengthen Iceland's involvement in refugee matters.

Norway

31. At the end of 1993, there were 26,607 refugees in Norway. A total of 12,876 asylum-seekers arrived in Norway in 1993 as compared to 5,238 asylum-seekers in 1992. The increase was mainly due to the arrival of refugees from Bosnia and Herzegovina. The Norwegian Government introduced a visa requirement for citizens of Bosnia and Herzegovina in September 1993, following a very sharp increase in arrivals in the third quarter of 1993.

32. The debate in Norway focused on Kosovo Albanian asylum-seekers, most of whom had arrived from Sweden after having received a negative decision. Some 500 of these rejected asylum-seekers were provided shelter in churches until the Government decided to review cases a second time.

33. In June 1994, Norway hosted the global UNHCR-NGO Partnership Action (PARINAC) Conference, which gathered NGOs from around the world dealing with refugee and asylum issues.

Sweden

34. Sweden's refugee population stood at 257,045 at the end of 1993. A total of 37,581 asylum-seekers arrived in Sweden in 1993, most of whom originated from the former Yugoslavia (28,800).

35. In a landmark decision of 21 June 1993, the Swedish Government decided to grant permanent residence permits on humanitarian grounds to asylum-seekers from Bosnia and Herzegovina who had previously not been considered eligible for refugee status. Some 40,000 asylum-seekers are expected to benefit from this decision.

36. Arrivals from Bosnia and Herzegovina dropped sharply after the introduction of visa requirements in mid-1993. Subsequently, the Parliament introduced a special quota of 6,000 refugees, as a compensatory measure, in addition to the initial quota of 1,800, for the year 1993/1994. The Swedish Government was also very active in trying to promote European burden-sharing in relation to the refugee problems created by the continuing war in Bosnia and Herzegovina.

37. In 1993, the Swedish Government began to implement a scheme to return rejected Kosovo Albanian asylum-seekers to Kosovo following an individual determination procedure. Some of the rejected asylum-seekers travelled to Norway and other countries in the region to avoid forcible return to Kosovo.

38. On 4 April 1994 the Swedish Government passed a decree which allows children and families with children who had applied for asylum before 1 January 1993 to stay in Sweden on humanitarian grounds, which included families whose asylum application had been rejected. In practice, this decree entails that some 20,000 persons, many of whom are Albanians from Kosovo, will be allowed to stay in Sweden.

39. In view of the arrival of relatively large numbers of asylum-seekers in Sweden and the need to support effective NGO involvement for legal counselling and family reunification, it is proposed to provide support to two local NGOs with the required competence.

Portugal

40. At 31 December 1993 Portugal hosted a recognized refugee population of some 600 individuals originating primarily from African Portuguese-speaking countries (i.e. Angola, Sao Tomé and Mozambique), as well as from Zaire, Nigeria, Liberia and Togo.

41. In 1993, some 2,090 new asylum-seekers arrived in Portugal, compared to 688 arrivals in 1992. They came mainly from Romania (1,288), Angola (462), Zaire (98), Bulgaria (25), India (23) and Liberia (23).

42. UNHCR will continue in 1994 and 1995 to monitor the implementation of the new Law on Asylum, which entered into force on 29 October 1993, with a view to ensuring access to the procedure and adherence to internationally accepted standards with regard to asylum-seekers and refugees.

43. As in the previous year in 1994, UNHCR will launch a Christmas poster campaign in collaboration with several banks aimed at collecting funds from the private sector.

44. Until the summer of 1993, the Santa Casa da Misericordia, a public welfare institution, provided assistance to new arrivals. Since that time, UNHCR's programme to provide food and accommodation to asylum-seekers for a maximum of ten days following arrival in Portugal has been the only assistance available to asylum-seekers upon their arrival.

45. Economic assistance can be obtained from the Government during the eligibility process by asylum-seekers who receive Temporary Residence Permits (TRPs). However, TRPs are issued only to asylum-seekers whose applications are considered not to be "manifestly unfounded" and are processed through the normal procedure. It should be noted that over the past two years, all applications for asylum have been systematically processed through accelerated procedures, thereby preventing any asylum-seeker from benefiting from government assistance. UNHCR has discussed this matter with the Government, but a satisfactory solution is yet to be found.

46. Programmes in Portugal are implemented in part by the Ministry of Labour and Social Security, in part by the UNHCR Office in Lisbon, and in part by the Portuguese Refugee Council, a newly-created NGO. Basic material assistance will be provided to recognized refugees who, due to their vulnerable state, have not achieved self-reliance. The beneficiary population will consist primarily of

single women, with or without children, and elderly and disabled persons. Their number is not expected to vary considerably from that of 1993 and has been estimated at 101 individuals. Legal and social counselling services will continue to be provided to refugees and asylum-seekers on the basis of individual needs. Recognized refugees who request UNHCR assistance to repatriate will be helped to do so on a case-by-case basis.

47. Due to the sharp increase in arrivals, the allocations for the local settlement programme in 1994 and 1995 are higher than in 1993. The project will cover temporary basic material assistance and counselling services to some 1,800 asylum-seekers expected to enter Portugal.

Switzerland

48. At 31 December 1993, Switzerland hosted 27,913 refugees, compared to 26,736 in 1992. A total of 24,739 persons (8,332 women and 16,407 men) submitted an asylum requests in 1993, which represents an increase of 38 per cent compared to 1992 (17,960). The increase is primarily due to arrivals from the former Yugoslavia. The most widely represented nationalities are Bosnians (27.8 per cent), other persons from the former Yugoslavia (21.2 per cent), Somalis (9.3 per cent), Albanians (8.1 per cent), Sri Lankans (7 per cent), and Turks (4.4 per cent). Some 4,953 persons were granted refugee status (as opposed to 1,730 in 1992). In addition, Switzerland granted temporary admission to 9,567 persons, including 2,239 persons who were admitted under various decisions of the Federal Council in favour of persons from the former Yugoslavia. A total of 928 persons were granted a humanitarian residence permit. During the first four months of 1994, the total number of new asylum-seekers decreased by 38 per cent compared to the same period in 1993. This is due essentially to an important decrease in arrivals from Somalia, the Federal Republic of Yugoslavia, Bosnia and Herzegovina and Albania, while the number of asylum-seekers from Angola, Bangladesh and Algeria is increasing.

49. The assistance provided under the UNHCR programme covers mainly legal aid and counselling, with limited assistance to refugees on an ad hoc or emergency basis when needs cannot be met from other sources. As in 1992, this programme is implemented by the Swiss section of International Social Service (ISS) and the Office Suisse d'Aide aux Réfugiés (OSAR). The emphasis in the coming years will be on network building and legal training of NGOs to strengthen their capacity to provide legal advice to asylum-seekers and refugees.

Programme Delivery and Administrative Support Costs

(a) Variations in planned activities in 1993

50. Expenditure during the year was generally within the revised estimate. With no allocation for assistance programmes in Luxembourg, the Nordic countries and the Netherlands, expenditure incurred in these countries related solely to staff costs and general operating expenses associated with a UNHCR presence. In the Regional Office in Stockholm and at the offices in the Netherlands and Portugal, expenditure was incurred for salaries and related costs, replacement of essential office equipment and old furniture. Training activities related mainly to regional protection and refugee law seminars involving field and Headquarters staff.

(b) **1994 planned implementation**

51. The 1994 revised budget is similar to the initial budget. No changes are expected in the number and level of posts and any additional needs should be met from available resources. Office operating expenses have also been budgeted at a similar level to the initial budget with requirements for Sweden including costs associated with its role as Regional Office for the Nordic and Baltic countries.

(c) **1995 programme proposals**

52. No staff changes are foreseen in Western Europe in 1995. The slight increase in administrative expenditure in certain locations takes into account expected increases in utility costs and the replacement of outdated office equipment.

UNHCR EXPENDITURE IN OTHER COUNTRIES IN WESTERN EUROPE

(in thousands of United States dollars)

1993	1994			1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)					
				CARE AND MAINTENANCE	
141.2	51.5	298.5	Malta		169.2
7.3 a/	–	–	Sweden		–
204.0	–	338.6	Other countries		–
				VOLUNTARY REPATRIATION	
6.6 a/	–	–	Portugal		–
3.1 a/	–	–	Switzerland		–
				LOCAL SETTLEMENT	
24.6	28.7	29.1	Ireland		36.3
630.2 b/	614.6	533.6	Portugal		529.6
805.2 c/	317.9	–	Sweden		100.0
–	658.4	667.2	Switzerland		676.2
				RESETTLEMENT	
0.6 a/	–	–	Malta		–
1.3 a/	–	–	Sweden		–
				PROGRAMME DELIVERY	
–	–	189.1	Netherlands	See Annexes I a and II a	194.2
–	–	122.0	Portugal	See Annexes I a and II a	121.6
–	–	906.5	Sweden	See Annexes I a and II a	911.9
–	–	48.6	Training	See Annexes I a and II a	48.6
1,824.1	1,671.1	3,133.2		SUB-TOTAL OPERATIONS	2,787.6
				ADMINISTRATIVE SUPPORT	
199.7	186.6	–	Netherlands	See Annexes I b and II b	–
–	–	34.6	Portugal	See Annexes I b and II b	34.1
603.6	619.7	103.0	Sweden	See Annexes I b and II b	97.6
116.9	90.1	63.5	Training	See Annexes I b and II b	63.5
2,744.3	**2,567.5**	**3,334.3**		**TOTAL (1)**	**2,982.8**
SPECIAL PROGRAMMES (2)					
				EDUCATION ACCOUNT	
14.7	–	–	Switzerland		–
				PROGRAMME DELIVERY	
–	–	241.4	Training	See Annexes I a and II a	241.4
14.7	**0.0**	**241.4**		**TOTAL (2)**	**241.4**
2,759.0	**2,567.5**	**3,575.7**		**GRAND TOTAL (1+2)**	**3,224.2**

a/ obligation incurred against Overall Allocation
b/ of which US$ 917 incurred against the Overall Allocation
c/ of which US$ 9,685 incurred against the Overall Allocation